



**Board of Supervisors of Northampton County**  
**P.O. Box 66 • Eastville, Virginia 23347**

R03-21-A-017

Charles Kolakowski  
County Administrator

PHONE: 757-678-0440  
FAX: 757-678-0483

BOARD OF SUPERVISORS  
*Oliver H. Bennett, Chairman*  
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**1. Applicant Identification:**

Northampton County  
16404 Courthouse Road  
Eastville, Virginia 23347

**2. Funding Requested:**

- a. Assessment Grant Type: Community-Wide
- b. Federal Funds Requested
  - i. \$ 300,000
  - ii. No waiver requested.

**3. Location**

- a. Town of Exmore (Target Area for this application)
- b. Northampton County
- c. Virginia

**4. Property Information for Site-Specific Applications**

Not applicable.

**5. Contacts:**

- a. Project Director  
Charles Kolakowski  
County Administrator  
16404 Courthouse Road  
Eastville, Virginia 23347  
[ckolakowski@co.northampton.va](mailto:ckolakowski@co.northampton.va)  
757-678-0440, ext. 515
- b. Chief Executive/Highest Ranking Elected Official  
Charles Kolakowski  
County Administrator  
16404 Courthouse Road  
Eastville, Virginia 23347  
[ckolakowski@co.northampton.va](mailto:ckolakowski@co.northampton.va)

757-678-0440, ext. 515

6. **Population:**

Northampton County: 11,957

Town of Exmore (Target Area): 1,521

(Source: 2018 U.S. Census, American Community Survey 5-year Estimates)

7. **Other Factors Checklist:**

<b>Other Factors</b>	<b>Page #</b>
Community Population is less than 10,000	
The applicant is, or will assist, a federally recognized Indian tribe or United States territory	
The priority brownfield site(s) is impacted by mine-scarred land	
The priority site(s) is adjacent to a body of water (i.e., the border of the priority site(s) is contiguous or partially contiguous to the body of water, or would be contiguous or partially contiguous with a body of water but for a street, road, or other public thoroughfare separating them).	
The priority site(s) is in a federally designated flood plain.	
The reuse of the priority site(s) will facilitate renewable energy from wind, solar, or geothermal energy; or will incorporate energy efficiency measures.	3-4
30% or more of the overall project budget will be spent on eligible reuse planning activities for priority brownfield site(s) within the target area.	

8. **Letter from State Authority:** Attached



# *COMMONWEALTH of VIRGINIA*

## *DEPARTMENT OF ENVIRONMENTAL QUALITY*

*Street address:* 1111 E. Main Street, Suite 1400, Richmond, Virginia 23219

*Mailing address:* P.O. Box 1105, Richmond, Virginia 23218

[www.deq.virginia.gov](http://www.deq.virginia.gov)

Matthew J. Strickler  
Secretary of Natural Resources

David K. Paylor  
Director

(804) 698-4000  
1-800-592-5482

October 20, 2020

Mr. Charles Kolakowski  
County Administrator  
PO Box 66  
16404 Courthouse Road  
Eastville, VA 23347

### **VIA ELECTRONIC MAIL**

Subject: Acknowledgement and Support  
USEPA's Brownfields Assessment Grant  
EPA-OLEM-OBLR-20-06  
Northampton County

Dear Mr. Kolakowski:

The Virginia Department of Environmental Quality (DEQ) is in receipt of your request for support to the above referenced Brownfields Grant application. The request will be for a community-wide EPA Brownfields Assessment grant on behalf of Northampton County. As you know, DEQ has partnered with the County and Towns on past brownfields projects through the Virginia Brownfields Assistance Fund (VBAF) and has continued to provide assistance to advance brownfields redevelopment across the County. We are thrilled to add our support for the subject EPA grant proposal.

It is our understanding that the initial target area will be the Town of Exmore, which includes former industrial and commercial properties as well as an unused rail line that will benefit from assessment and planning to facilitate the revitalization of the downtown and the creation of a rail trail that connects the villages of the Eastern Shore. DEQ realizes these grant funds are absolutely critical to moving sites forward and encouraging redevelopment.

The DEQ Brownfields Program is pleased to provide our support for this grant proposal and feels that if successful the grant funds will play a vital role in continuing the revitalization and redevelopment efforts for these communities. If I can be of further assistance, please don't hesitate to call me at (804) 698-4064.

Acknowledgement and Support  
USEPA's Community Wide Brownfields Assessment Grant  
EPA-OLEM-OBLR-20-06  
Northampton County

Sincerely,

A handwritten signature in blue ink that reads "Vincent Maiden". The signature is fluid and cursive, with the first name "Vincent" and last name "Maiden" clearly legible.

Vincent A. Maiden, CPG  
Brownfields Program Coordinator

cc: Jeff Deibler – DEQ-NRO  
Meade Anderson – DEQ - CO

**1. PROJECT AREA DESCRIPTION AND PLANS FOR REVITALIZATION****a. Target Area and Brownfields**

i. Background and Description of Target Area: Northampton County makes up the southern 35 miles of a 70-mile long stretch of the Delmarva Peninsula known as Virginia's Eastern Shore. Affectionately known as "The Shore", the peninsula is cradled by the Atlantic Ocean and the Chesapeake Bay, or what is locally known Seaside and Bayside. Seaside contains the largest island wilderness chain on the U.S. Eastern Seaboard, while Bayside is comprised of villages and towns, each with their own unique characteristics. At the southern end of the peninsula (and Northampton County) is the entrance to the Chesapeake Bay Bridge-Tunnel that connects the County to the Hampton Roads area of Virginia via US Highway 13 that runs the length of the peninsula.

The seclusion of the peninsula has allowed generations of families to create a rich tradition of living off the land through farming and fishing. Agriculture and aquaculture became the most common industries in the area, and a large food processing cannery was established that rapidly became one of the top employers for generations of County residents. Rail service, first established in the 1880s, transported the local produce and seafood to the markets on the mainland. Running north-south parallel to US Highway 13 (US-13), the railroad gave life to many of the County's small towns. On the northern end of the County, the Town of Exmore thrived as the railroad depot spurred the growth of businesses along Exmore's Main Street, including retail department stores, entertainment venues, gas stations, auto service garages, and commercial and light industrial properties. As the local agriculture and aquaculture industries prospered, so did the Town and the County.

The County's population peaked in the 1930s with close to 19,000 people, yet as economic conditions changed, a steady decline began to occur. Farmers saw a decrease in demand for produce and higher expenses to send their crops to distant markets. While agriculture is still a significant part of the County's economy, many farms consolidated or ceased operation, and the need for businesses to support farm operations decreased. The County's population now stands at 11,957, a 37% decrease from its peak. Since 2001, agricultural employment in the County has decreased by 50%.<sup>1</sup> The cannery closed in the late 1980s. As rail traffic steadily declined, the depot in Exmore closed, the rail sidings were removed, and service on the line was finally discontinued in 2018. The loss of economic activity at the depot directly impacted the viability of businesses on Main Street, which were already struggling from the impact of the US-13 bypass constructed in 1966 that diverted traffic around the Town. Numerous brownfield properties now line Exmore's Main Street in various stages of underutilization, blight, and/or decay. Many of the properties have environmental concerns related to past rail operations, petroleum usage, asbestos and lead in building materials, and solvent usage for cleaning that inhibit their reuse and potentially impact neighboring properties. Redevelopment of these sites has been further hampered by a lack of capacity in the Town's sewer system, which could not accommodate new uses on these derelict properties. With the sewer capacity issues finally being resolved and a Rails to Trails project in the planning stages, the Town of Exmore is poised for a revitalization. However, the environmental issues associated with the brownfield sites need to be resolved to facilitate their redevelopment. Therefore, the Town of Exmore will be the initial Target Area for this project.

ii. Description of the Priority Brownfield Sites:

Based on community input, the Town and the County identified and prioritized the following sites due to the potential environmental impact on neighboring properties and residents, their redevelopment potential, and the willingness of the owners to participate in the project:

Former Railroad Depot and Railroad Right-of-Way – Once the economic hub for the northern end of the County, the former depot sits just east of Main Street on a nearly 10-acre parcel along Front Street in Exmore. The site was once home to the main rail line as well as several rail sidings that served

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<sup>1</sup> US Census QWI Explorer. <https://qwiexplorer.ces.census.gov/>. Accessed October 2020.

onsite and adjacent warehouses and food processors. In the late 1990s and early 2000s, most of the structures were razed and the rail sidings were removed from the site, but the small, historic passenger station building was preserved. The site is now vacant, with a few slabs remaining and several areas of distressed vegetation. The associated right-of-way for the rail line extends approximately 20 miles to the south. Environmental concerns include the historic use of pesticides and herbicides along the railroad tracks as well as in the produce warehouses, polycyclic aromatic hydrocarbons (PAHs), arsenic, and heavy metals often found along rail operations, and petroleum constituents from heating oil and fuel storage tanks. Most of the eastern boundary of the property abuts a residential neighborhood, while the western boundary is the industrial and commercial downtown area. A farm is located to the north, and a wooded tract is to the south of the site.

Former Benjamin's Department Store – Once the primary shopping destination for Exmore and the surrounding area, this three-story 16,580-ft<sup>2</sup> property is located at the corner of Main Street and Willis Wharf Road and approximately one block from the historic train depot. Built in 1922, reuse plans for the building are hindered by concerns related to possible asbestos containing materials (ACM), lead based paint (LBP), and heating oil tanks. In addition, a former gas station that occupied the corner to the south across Willis Wharf Road presents an offsite concern for this site. A former historic home, now a vacant commercial property with residential apartments, is adjacent to the north. Commercial buildings are located to the west across Main Street, and the railroad depot is to east.

Former Coca Cola Bottling Plant – Also on Main Street, the historic bottling plant still maintains the original Coca Cola signage carved into doorway lintels. Constructed in 1932, the original 5,000-ft<sup>2</sup> two story, brick building has an attached 9,000-ft<sup>2</sup> single story, block warehouse building with vehicle bay doors that was added in 1945. A detached 4,000-ft<sup>2</sup> block, garage building of unknown age is also on site. Environmental concerns include volatile organic compounds (VOCs) and semi-VOCs (SVOCs) from cleaning solvents used in the bottling operations, polychlorinated biphenyls (PCBs) from hydraulic and electrical equipment in the plant, metals and petroleum constituents from vehicle maintenance in the warehouse and garage areas, and ACM and LBP in the building materials of the older buildings. Residential properties are located across the street to the south, while commercial properties are to the north and west. The railroad property is to the east.

Additional potential sites identified within the target area and the County include former auto service garages, former agricultural supply warehouse, former seafood processing plants, and numerous gas stations. As funding allows, the County will prioritize these and additional sites with input from the community.

## **b. Revitalization of the Target Area**

### **i. Reuse Strategy and Alignment with Revitalization Plans**

Northampton County is actively pursuing revitalization across the towns and villages that comprise its footprint along the eastern shore. Guiding this strategy is the County's Comprehensive Plan, *Your Northampton 2040*, which is in the process of being updated to reflect the County's push to reinvent itself from an agriculture-based economy to one of tourism. The Covid-19 pandemic interrupted the process, and the amended timeline for final completion has been pushed back to the spring of 2021 for the final adoption date. While the plan is not finalized as of yet, the main themes include "increased and diversified economic activity and opportunity...protecting natural resources...promoting growth and development in and around towns...promoting tourism...providing affordable housing for working families... and attracting young workers while supporting an aging population." Several themes from this plan are built upon planning efforts at the Town level. Exmore's Comprehensive Plan (2015) calls for increased employment opportunities to be found in the vacant commercial parcels within Exmore, promotion of the town as a thriving business location, and promotion of the town as a "great base to explore the Eastern Shore." More recently (March 2020), the Town of Exmore passed a resolution to create a Downtown Revitalization District, which among other items amends zoning to allow first floor commercial with upper floor residential. Identifying the downtown core as a

Revitalization Area, defined by the Virginia Housing and Development Authority as an area with significant blight in need of economic development assistance, will help unlock opportunities for the Town and private property owners (and developers) to apply for certain types of funding to assist in redevelopment. In addition, over the past several years, businesses in Exmore had difficulty expanding beyond their current use, due to permitting issues from a lack of capacity in the sewer system, effectively halting redevelopment. Recognizing the urgent need to facilitate downtown revitalization, the Town's work to complete extensive infrastructure upgrades to increase the capacity will be completed early next year.

Anchoring these revitalization efforts is a planned Rails-to-Trails greenway that will eventually run the length of the County -- from the southern tip of the peninsula at Cape Charles to Exmore on the northern end, then beyond to Hallwood in Accomack County to the north. This 49-mile, shared-use pedestrian and bicycle path, planned to be constructed along the former railroad right-of-way, will connect the villages and towns of The Shore. With trailheads in each of the towns and villages along the 20 miles of Railroad Right-of-Way, the trail will promote safety, healthy living, and tourism throughout the County. A key component of this plan is to convert the Exmore Railroad Depot into the County's northern gateway along the trail with a trailhead, outdoor event and recreational spaces, public restrooms, and parking. The conceptual plan for the site also includes affordable townhomes to bring additional residents to the downtown area and also to potentially attract a younger demographic, who may enjoy an active lifestyle and are looking for smaller, affordable options than the traditional, single-family home found in Town. The depot will once again become an economic driver for the Town. Use of the trail will bring Town residents, County residents, and tourists back to the downtown, and signage will direct trail users to the nearby downtown shops, restaurants, and places of interest. One of these could be the Former Benjamin's Department Store, which is envisioned as the perfect location for sustainable reuse as a restaurant, tap house, or art gallery on the first floor with affordable, residential apartments on the second and third floors. Another site may be the Former Coca-Cola Bottling Plant, which is well-suited to be redeveloped for ground floor retail or commercial use, such as a local outfitter or bike shop, with residential units on the second floor. Overall, the Town plans to leverage the development of the trail to attract visitors and new residents to the downtown area, create more and a broader array of residential options within Town, and revitalize Main Street with new, vibrant businesses. However, addressing the environmental concerns present at the priority properties is an important and necessary first step. Funding from this brownfields project will help the County assess these properties in the Target Area, quantify any environmental problems that must be addressed, facilitate their cleanup, if needed, and encourage their redevelopment.

ii. Outcomes and Benefits of Reuse Strategy

The proposed reuse of the priority sites has the potential to significantly attract public and private investment, create jobs, increase property values, provide new energy-efficient affordable housing, and bring new vitality and economic growth to the Target Area and the entire County. At least half of the Railroad Right-of-Way to be assessed under this project is located in the County's Opportunity Zone (OZ), and its redevelopment as a trail will directly spur economic growth around the trailheads in each village and town within the OZ. Robie Marsh, Executive Director of the Eastern Shore of Virginia Chamber of Commerce, summed up the impact, stating in a news article, "People can come and stay in one town and cycle to the next couple of towns to make stops, creating new retail, restaurants, and other attractions. It has the great potential to attract new tourists, hikers, and other outdoor enthusiasts as well as improve the quality of life of everyone living on the Eastern Shore."<sup>2</sup> Data from the Virginia Bike Association show that the average recreational trail user is college educated with a median income over \$70,000, and people who stay overnight typically spend \$110-150 per night per person. With thousands of annual users predicted based on a survey completed in

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<sup>2</sup> Gordon, Wyatt. "On the Eastern Shore, locals hope a 49-mile rail trail will reinvigorate the economy." *Virginia Mercury*. August 12, 2020.

August, the economic impact of the trail will be significant, while also improving the quality of life of County residents. The Shore currently lags behind the rest of the state in several measures of health—including obesity, physical inactivity, and access to exercise opportunities. According to the Robert Wood Johnson Foundation, 81% of residents in Virginia have adequate access to places to exercise, but in Northampton County only 44% do. Redevelopment of the Railroad Right-of-Way will finally provide all County residents a safe place to exercise, and the Railroad Depot will once again spur economic growth in the Target Area of Exmore.

In addition, redevelopment plans for the priority sites include the sustainable reuse of the Former Benjamin's Department Store and Former Coca-Cola Bottling Plant buildings for commercial and retail space at ground levels with residential on upper floors. Using the Economic Impact Calculator from HousingForward Virginia, which estimates the county-specific economic impact of new and renovation residential construction, the planned renovation of the Former Benjamin's Department Store is predicted to require a \$1.2 million capital investment, creating 17 short-term jobs and long-term annual economic growth of \$71,200. Renovation of the Former Coca Cola Bottling Plant is estimated to require a \$650,000 capital investment, creating 9 short-term jobs and \$35,500 in annual long-term economic growth. The construction of 12 new, energy-efficient 2,000-ft<sup>2</sup> townhomes on the Railroad Depot property is predicted to require a \$2.2 million capital investment, creating 31 short-term jobs and \$85,400 in annual long-term economic growth.<sup>3</sup>

The outcomes of these reuse strategies will benefit longtime residents of the Target Area and the County by increasing tourism; spurring economic growth on Exmore's Main Street, the OZ, and the County; creating new jobs; improving the quality of life; and providing better quality, affordable, and more diverse housing opportunities.

### **c. Strategy for Leveraging Resources**

#### **i. Resources Needed for Site Reuse**

As a local government, Northampton County is eligible for numerous state and federal grants and loans, and private developers undertaking the proposed redevelopments are also eligible for various tax credits, rebates, and incentives. As many of these funding sources are limited in scope and often do not cover environmental expenses, this project will help unlock these funds to assist with cleanup and redevelopment. For example, if additional assessment is needed or contamination is found, the County and/or Town may apply for a grant from the Virginia Brownfields Restoration and Economic Redevelopment Assistance Fund (VBAF), which may be used to pay the costs associated with brownfields assessment, restoration, and redevelopment. Since EPA Brownfield funds can be used as the required match for VBAF funds, the County will seek to leverage VBAF funds and complete more assessments and conduct cleanups at the targeted high-priority brownfield sites. In addition to the VBAF funding, the Virginia Department of Housing and Community Development Industrial Revitalization Fund can be used for market-driven redevelopment of vacant and deteriorated industrial and commercial properties, such as the Former Benjamin's Department Store or the Former Coca-Cola Bottling Plant. The Town and/or County may also secure CDBG funding to potentially facilitate the planned housing redevelopments or economic development projects at these priority sites. In April 2020, the Virginia Department of Transportation (VDOT) began a feasibility study, which will include the planning and engineering work needed to allow localities to pursue grant funding to develop the trailhead and rail trail at the Former Railroad Depot and Railroad Right-of-Way. Once it is completed later this year and the environmental assessments are completed under this project, the County can begin pursuing funding from sources, such as Virginia's Land and Water Conservation Fund to begin constructing the trail. The County, Town, and our community stakeholders will diligently pursue and leverage these and all other funding sources needed to facilitate the reuse of the priority sites.

#### **ii. Use of Existing Infrastructure**

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<sup>3</sup> <https://housingforwardva.org/toolkits/sourcebook/residential-new-construction-economic-impact-calculator/>. Accessed October 2020.



The priority sites have the needed infrastructure in place, and the planned reuses will take advantage of the existing infrastructure. Existing water, natural gas, fiber, and electricity lines currently servicing the sites are of the size and capacity needed to support the planned redevelopments. As previously discussed, the Town of Exmore is currently upgrading its existing outdated sewer system to facilitate redevelopment of sites. The sites are located on or within one block of Main Street and will reuse the existing streets and sidewalks. The former railroad corridor infrastructure will be sustainably reused for a shared-use bicycle and pedestrian path. Once sewer upgrades are completed, all existing infrastructure will have adequate spare capacities for continued and expanded operations; therefore, additional infrastructure needs are not anticipated.

## **2. COMMUNITY NEED AND COMMUNITY ENGAGEMENT**

### **a. Community Need**

#### **i. The Community's Need for Funding**

Northampton County is a largely rural county with a limited tax base. The small, declining population (11,957) with a high poverty rate (19.1%) and low median household income (\$43,553) makes it difficult for the County to fund a brownfields program without grant funding. The Town of Exmore has even more limited resources, a smaller population (1,521), a higher poverty rate (30.2%) and lower median household income (\$27,368).<sup>4</sup> Between 1999 and the 1<sup>st</sup> quarter of 2020, the County lost nearly 1,500 jobs, a decrease of 28%.<sup>5</sup> These job losses have led to a drop in revenue and a reduced number of working-age residents, compounding the problem. Both the County and our Target Area of the Town of Exmore have elevated elderly populations with 25.6% considered elderly in the County and 27.6% in the Town, which is nearly double that for Virginia (15.9%).

Since 2000, the percent of the County's budget from local revenue sources has climbed from 38% to over 54%, as the contributions from the Commonwealth and the Federal government have decreased. The County's budget has remained relatively constant over the last 10 years, and is actually 17% lower than 2009, and if inflation were taken into account, the decline is 26.69%. Funding County activities has increasingly become dependent upon generating tax revenues from local sources, particularly the real property tax, which is a trend that can only be expected to continue. During the housing boom, the County was able to attract many retirees and second home buyers to use their equity to build large, expensive homes in the area. However, as the assessed property values fell by over 33% during the recession, the County was forced to raise property tax rates to provide sufficient revenue over the years (from 0.49 in 2009 to 0.83 in 2020 per \$100 of assessment). The County's unique mix of low income life-time residents and wealthier retirees who have moved to the area or rent seasonally creates an economic injustice. According to the 2013 GINI index (latest available), Northampton County ranks first in income inequality in Virginia, with the top 20% of the residents receiving 55% of the income, and the bottom 20% receiving only 2%. With revenues uncertain due to the COVID-19 pandemic, the County focused on continuing to provide core services in the FY21 budget, while not increasing taxes again on a strained, mostly low-income population. Therefore, the County unable to fund the brownfield program without grant funding.

#### **ii. Threats to Sensitive Populations**

##### **(1) Health or Welfare of Sensitive Populations**

As the following table demonstrates, a significant percent of our Target Area and Northampton County residents are considered a sensitive population (elderly, minority, living in poverty, and have less formal education) and, therefore, more susceptible to the risks of environmental contamination as well as the effects of weak economies. With the closure of the businesses and the decreasing number of jobs, the Target Area population is trapped in a cycle of poverty. As the Census' Opportunity Atlas shows, the impacts can be long lasting. The average income for someone now in their 30s, who grew

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<sup>4</sup> US Census. ACS 2018 5-year estimates.

<sup>5</sup> US Census QWI Explorer. <https://qwiexplorer.ces.census.gov/>. Accessed October 2020.

up in the Target Area census tract, is only \$24,000, while a minority that grew up in the Target Area census tract is only \$17,000.<sup>6</sup> The vacant and blighted sites also depress the property values of surrounding properties, contributing to the lower median home value in Exmore of only \$116,000 compared to the county's median of \$164,000 and the state's median of \$288,800. By encouraging the planned reuse of the priority properties, this project will not only help identify and mitigate potential environmental exposures but also reduce blight and vacancy, improve property values, facilitate new business and job creation to break cycle of poverty.

**Sensitive Population Statistics – ACS 2019 5-year Estimates**

	% elderly	% minority	% college educated	% in poverty	% children in poverty
Town of Exmore	27.6	41.4	8.3	30.2	82.6
Northampton County	25.6	37.8	21.6	19.1	26.7
Virginia	15.6	33.0	39.6	9.9	13.0

**(2) Greater Than Normal Incidence of Disease and Adverse Health Conditions**

Public health data also demonstrate that both the Target Area and the County are also experiencing higher incidences of disease, when compared to the State. Data from city-data.com shows:

**Percent Overall of Individuals with Diagnosis**

	High Blood Pressure	Asthma	Congestive Heart Failure	Heart Disease	Stroke
Town of Exmore	30.1	11.2	3.9	3.9	4.4
Northampton County	32.7	10.5	4.5	4.2	5.4
Virginia	22.1	10.3	3.0	2.7	3.4

According to the 2020 Community Health Rankings, Northampton County ranked 124 out of 130 counties in Virginia for social and economic factors with an overall ranking of 108 out of 133 counties for overall health factors. The County is ranked 101 out of 133 for length of life and has a premature death rate of 9,800 compared to 6,400 in Virginia. According to the most recent 2017 Eastern Shore Community Health Assessment Synthesis, the leading causes of mortality by a large margin in Northampton County were malignant neoplasms (i.e., cancer) and heart disease, followed by chronic lower respiratory diseases, cerebrovascular diseases, and diabetes. Age-adjusted death rates were 36% higher than the statewide rate for all combined deaths, and for 12 of the 14 leading causes of death. The Prevention Quality Indicator (PQI) for age-adjusted hospital discharge rate per 100,000 individuals shows that overwhelmingly, the County has a higher rate of hospitalizations. The discharge rate for adult asthma is 303.8 in the County is 56% higher than for Virginia (194.3).

**Prevention Quality Indicator - Age Adjusted Discharge Rates per 100,000**

Indicator	Northampton County	Virginia
Total PQI Discharges	1,488.0	897.9
Congestive Heart Failure	247.8	221.2
Adult Asthma	303.8	194.3
Bacterial Pneumonia	215.3	143.9

Exposure to airborne particulates, such as wind-blown contaminated soils and asbestos from the deteriorating buildings on the priority sites, may contribute to and/or complicate asthma and other respiratory diseases, and PAHs and ACM are linked to lung cancers. Increasing evidence suggests an association of exposure to the known or suspected contaminants, such as lead, arsenic, and cadmium, with multiple cardiovascular disease outcomes including coronary heart disease and stroke.<sup>7</sup> Those are all contaminants suspected at the priority sites. The assessments under this project will help identify the actual risks, so appropriate actions can be taken to prevent exposures.

**(3) Disproportionately Impacted Populations**

Residents of the Town of Exmore have long borne the negative effects of living in this small and underserved town. The same railway that brought prosperity to the Town also brought a host of environmental and social implications including long-term exposure to environmental contaminants,

<sup>6</sup> US Census Opportunity Atlas. <https://www.opportunityatlas.org/>. Accessed October 2020.

<sup>7</sup> Pena and Rollins. "Environmental Exposures and Cardiovascular Disease." National Institutes of Health. 2/1/2018.

such as PAHs, arsenic, and heavy metals from the active rail line, noise pollution from the railway at all hours of the day and night, safety concerns for the numerous residences that immediately abut the railroad right-of-way, and petroleum, pesticides, and herbicides associated with the railroad operations. Following the closure of the railway in 2018, noise and safety concerns related to an active line have been mitigated, but lingering environmental concerns from the railway and the warehouses along the tracks remain. The changing economy and declining population across the County even further disproportionately impacted Exmore residents, when the only hospital in Northampton County closed in 2017. Following the closure, many of the related medical offices and care providers moved as well. Residents must now travel to the north to Accomack County or to the south across the Chesapeake Bay Bridge-Tunnel to reach medical services on mainland Virginia. Tolls to cross and return in the same day are \$16 off peak and \$18 during peak season. Most County residents are now no longer in a 1-hour critical care window for access to urgent care. The economic development spurred by the brownfields redevelopment will increase the population and justify the need to support additional local medical care. Transportation has historically been difficult for residents in the town. No public transportation system is available, making it a struggle for those without cars to safely travel to nearby towns or villages for jobs. Construction of the Rails-to-Trails project will provide residents a safe means to walk or bike to jobs versus traveling along an unsafe four-lane highway.

## **b. Community Engagement**

### **i. Project Involvement and ii. Project Roles**

Northampton County has multiple methods in place in which to work with the community. Through the current and ongoing efforts to update the County's comprehensive plan, extensive community engagement activities have taken place. For this project, the County will establish a Brownfields Advisory Committee (BAC) comprised of community stakeholders from the Target Area. The BAC will serve as the main conduit for community outreach activities, including continuing to build upon the existing site inventory, assisting with prioritizing additional sites, working with property owners and developers, and soliciting input from their represented community/organization. The BAC will include the following partners among others.

### **Community Project Partners**

<b>i. Partner Name</b>	<b>Point of contact (name, email &amp; phone)</b>	<b>ii. Specific role in the project</b>
Greater Exmore Business Association	Taylor Dukes <a href="mailto:tdukes@exmore.org">tdukes@exmore.org</a> 757-607-7188	Assist with site identification and prioritization, provide input on redevelopment plans.
Exmore Baptist Church	Pastor Jonathan Carpenter 757-442-9491	Disseminate information via church bulletin, host community meetings, provide input on assessment activities and site prioritization.
Eastern Shore NAACP	Jane Cabarrus Region 1 Director 757-442-2139	Mission to ensure the political, educational, social, and economic equality of rights of all persons and to eliminate race-based discrimination. Serve on the BAC; post project updates to social media.
Northampton Chamber of Commerce	Laura Dodson, Executive Director <a href="mailto:chamber@northamptoncountychamber.com">chamber@northamptoncountychamber.com</a> 757-678-0010	Disseminate info through Chamber Blog; display info at office and fair; assist with site identification and redevelopment planning
Eastern Shore of Virginia Chamber	Robie Marsh, Executive Director <a href="mailto:executivedirector@esvchamber.org">executivedirector@esvchamber.org</a> 757-787-2460	Disseminate and gather information; invite project team to present a meeting; solicit properties; and participate in redevelopment planning
Accomack-Northampton Planning DC	Elaine Meil Executive Director <a href="mailto:eluchansky@a-npdc.org">eluchansky@a-npdc.org</a> 757-787-2936	Regional organization tasked with supporting local planning, community development efforts, and technical assistance. Support redevelopment activities, assist with identifying and securing other sources of funding

### **iii. Incorporating Community Input**

The BAC will be one effective tool for communicating progress of the project throughout the

community; however, we will also use a wide array of outreach methods during the project. Quarterly, the project team will present project updates, solicit feedback, and invite participation at the public Town Council meeting in Exmore. We will publish notices in the local regional paper (*Shore Daily News*) to announce public meetings. We will also meet with and engage our community organizations to help identify additional sites, priorities, and redevelopment options. We will also post project updates on the County and Town's website and social media feeds. We will also reach out to local reporters to ensure the information, public meetings, and project successes are covered in the local media. In addition, we will work to ensure that residents with language or other physical barriers are also included by providing a translator, when needed, and hosting meetings at ADA accessible buildings. Additional public engagement activities will occur at convenient times, be centrally located, and provide childcare if needed to maximize participation. Newsletter mailings and flyers will be prepared and distributed, as appropriate; and comments and input received will be responded to in a timely manner by the project team. Virtual meetings will be employed, as needed, to ensure the safety of our residents and staff, and any public meetings will take place with proper social distancing guidelines in place as long as the current pandemic requires.

### **3. TASK DESCRIPTIONS, COST ESTIMATES, AND MEASURING PROGRESS**

#### **a. Description of Tasks/Activities and Outputs**

##### **i. Project Implementation**

Northampton County is prepared to implement the following planned tasks:

<b>Task 1: Project Management &amp; Reporting</b>
i. The County's Project Manager will oversee the grant administration and compliance with EPA cooperative agreement terms and conditions. He will ensure tasks are completed efficiently and will be responsible for oversight of the Qualified Environmental Professional (QEP), already procured, and other consultants, as needed to complete the project tasks. He will hold monthly project team meetings to review the project and make corrections as needed to stay on schedule and make appropriate progress. With contractor assistance, the County will complete EPA quarterly reports, annual Federal Financial Report (FFR) and Disadvantaged Business Enterprise (DBE) utilization forms, and ACRES database entry/updates. At closeout, the County will document all project activities, successes, and lessons learned in a final summary report. County staff will also attend national and regional training workshops to learn and share success stories. The County will contribute in-kind staff labor for project management, oversight of consultants, and reporting.
ii. Schedule: October 2021 – September 2024, monthly meetings
iii. Task/Activity Lead: County's Project Manager
iv. Outputs: 36 monthly project team meetings, 12 Quarterly Reports, 3 FFR and DBE forms, regular ACRES updates, final summary report.
<b>Task 2: Community Outreach</b>
i. The County's Project Manager will lead the community outreach efforts with contractor support. Specific tasks include establishing a BAC, presenting at council meetings, hosting public meetings, and preparing fact sheets and press releases. BAC meetings will occur approximately quarterly, and at least three public meetings will be held at appropriate intervals (to introduce the project, discuss assessment results, and/or invite input for redevelopment plans). The project team will also meet with community groups, property owners, and developers, as appropriate.
ii. Schedule: October 2021 – September 2024; quarterly BAC meetings; quarterly council meetings, public meetings in Spring 2022, 2023, and 2024; project fact sheets and press releases begin in 2 <sup>nd</sup> quarter and will continue through the end of the project.
iii. Task/Activity Lead: County's Project Manager with QEP Support
iv. Outputs: 12 BAC meetings, 12 Town Council meetings, 3 public meetings, 6 meetings with site owners and/or developers, 6 fact sheets or press releases
<b>Task 3: Site Assessments</b>

i. The project team will confirm the brownfields inventory and prioritization with input from the BAC at the first quarterly meeting. Phase I and II Eligibility Forms will be completed for EPA approval, and petroleum determinations will be obtained from Virginia Department of Environmental Quality (VDEQ). Phase I ESAs will be performed by the QEP and in accordance with American Society of Testing and Materials Standard E1527-13 and the EPA All Appropriate Inquiry Final Rule. Phase II ESAs will be conducted by the QEP in accordance with ASTM E1903-19. Prior to any Phase II ESA, a Quality Assurance Project Plan (QAPP), Sampling and Analysis Plan (SAP), and Health and Safety Plan (HSP) will be prepared by QEP and reviewed and approved by EPA and the VDEQ as applicable. ACM/LBP surveys and other assessments may be completed, as needed, priority sites.

ii. Schedule: Phase I ESAs will be initiated in the 2<sup>nd</sup> quarter and continue as funding allows until the 9<sup>th</sup> quarter. Surveys and Phase II ESAs will be initiated in the 3<sup>rd</sup> quarter after approval of QAPPs, SAPs, and HSPs and will continue as funding allows until the 10<sup>th</sup> quarter.

iii. Task/Activity Lead: QEP with oversight from the County's Project Manager

iv. Outputs: We anticipate 10 Phase I ESAs, 6 ACM/LBP Surveys, 1 Generic QAPP, 5 SAPs, 5 HSPs, and 5 Phase II ESAs

#### **Task 4: Cleanup & Redevelopment Planning**

i. If contamination is identified, cleanup plans will be developed for high priority sites. The Analysis of Brownfields Cleanup Alternatives (ABCA) will identify potentially applicable remediation alternatives for the site, based on potential reuse scenarios. The project team will compare potential land uses with the environmental impacts associated with properties and steps required to redevelop the property. The level of remedial action can then determine how to best meet community needs. Additionally, we will create individual redevelopment concepts for the specific brownfields sites and complete market studies for potential reuses as needed and appropriate. We will also develop an area-wide redevelopment plan for the Target Area with a focus on Main Street and the depot area.

ii. Schedule: Area-wide planning will begin in the 2<sup>nd</sup> quarter and finish in the 4<sup>th</sup> quarter. ABCAs will be begin after Phase IIs, anticipated in the 5<sup>th</sup> quarter and continue through the 11<sup>th</sup> quarter. Site-specific Plans will follow in the 6<sup>th</sup> quarter and continue through the 12<sup>th</sup> quarter.

iii. Task/Activity Lead: QEP with oversight from the County's Project Manager

iv. Outputs: We anticipate 4 ABCAs, 1 Area-wide Plan, 3 Site-specific Market/Reuse Studies

#### **b. Cost Estimates**

The following cost estimates and anticipated outputs are based on expenses under the previous EPA Brownfield grant and estimates from our QEP.

<b>Budget</b>	<b>Project Mgmt</b>	<b>Comm Outreach</b>	<b>Site Assessments</b>	<b>Cleanup &amp; Redev</b>	<b>Total</b>
Travel	6,000				6,000
Supplies		1,500			1,500
Contractual	18,000	19,800	215,200	39,500	292,500
<b>Total</b>	<b>24,000</b>	<b>21,300</b>	<b>215,200</b>	<b>39,500</b>	<b>300,000</b>

#### Task 1 – Project Management:

*In-kind Labor:* Average of 4 hours of staff/week (4x52x3x\$60/hr) = \$37,400

*Travel Costs:* 2 staff attend 2 regional workshops (2x2x\$750/person = \$3,000), 2 staff attend national conference (2x\$1,500/person = \$3,000) = **\$6,000**

*Contractual Costs:* 36 project team meetings (36x\$250 = \$9,000); 12 Quarterly Reports (12x\$300 = \$3,600); 3 annual reports (3x\$100 = \$300); 1 final summary report (\$2,100); quarterly ACRES updates (12x\$250 = \$3,000) = **\$18,000**

#### Task 2 – Community Outreach:

*Supplies:* Materials (posters, flyers, etc.) for meetings (12x\$125 = \$1,500) = **\$1,500**

*Contractual Costs:* 12 BAC meetings (12x\$500 = \$6,000); 12 Town Council meetings (12x\$250 = \$3,000); 3 public meetings (3x\$1,200 = \$3,600); 6 fact sheets and press releases (6x\$750 = \$4,500); 6 other meetings (6x\$450 = \$2,700) = **\$19,800**

#### Task 3 – Site Assessments and Cleanup Planning:

*Contractual Costs:* 10 Phase I ESAs (10x\$3,500 = \$35,000); 6 ACM/LBP Surveys (6x\$5,500 =

\$33,000); 1 Generic QAPP (\$3,000); 5 SAPs (5x\$3,000 = \$15,000); 5 HSPs (5x\$250 = \$1,500); 5 Phase II ESAs (5x\$25,540 [avg./Phase II] = \$127,700) = **\$215,200**

**Task 4 – Cleanup & Redevelopment Planning:**

*Contractual Costs:* 4 ABCAs (4x\$3,500 = \$14,000); 1 Area-wide Plan (\$9,000); 3 Site Reuse/marketing Plans (3x\$5,500 = \$16,500) = **\$39,500**

**c. Measuring Environmental Results**

The Project Team will create a master schedule detailing tasks, budgets, timing, and outputs for all project activities. The County will hold monthly conference calls with the Project Team (the EPA Project Officer and VDEQ Project Manager will be invited to join) to review the master schedule and track progress and take corrective actions, if needed, to ensure the project remains on budget and schedule. The BAC will meet quarterly, where the master schedule will also be reviewed, discussed, and revised as needed. The County will submit quarterly reports and will enter information in ACRES database. At a minimum, outputs to be tracked include the number of BAC meetings, public meetings, environmental assessments, ABCAs; and, the outcomes to be tracked include community participation, acres assessed, acres ready for reuse, redevelopment dollars leveraged, and jobs created.

**4. PROGRAMMATIC CAPABILITY AND PAST PERFORMANCE**

**a. Programmatic Capability**

i. Organizational Structure and ii. Key Staff: The County has a team in place to successfully manage the grant funding. Mr. Charles Kolakowski, the County Administrator, will continue to serve as the Project Manager, as he did during implementation of the 2018 Brownfields Assessment Grant. Mr. Charles Kolakowski has over 27 years of experience leading local governments, and he has successfully managed and overseen millions in federal and state grant funds. Mr. Kolakowski will be assisted by Ms. Susan McGhee, the Director of Planning and Enforcement Department. Ms. McGhee is a licensed Professional Engineer, certified Project Management Professional, and currently certified as a Stormwater Management Plan Reviewer. She has a Master of Engineering degree in Environmental Pollution Control from Penn State University. Mr. John Chandler, Director of Finance, will continue to provide support with the financial management of grant funds.

ii. Acquiring Additional Resources: To assist with technical aspects of brownfield projects, the County procured a QEP consultant experienced in brownfields assessment and redevelopment in accordance with the Code of Federal Regulations and local competitive procurement policies. Upon award, the County will negotiate a task order with the QEP under the existing brownfield services contract. Systems are in place to replace key staff and procure additional contractor services, as needed. The County's Project Manager will oversee the QEP consultant to ensure all requirements are met within the three-year duration of the project.

**b. Past Performance and Accomplishments**

i. Previously Received an EPA Brownfields Grant

(1) Accomplishments: 2018 - \$300,000 EPA Community-wide Brownfield Assessment Grant: To date, 4 Phase I ESAs, 2 ACM/LBP Inspections, 3 Phase II ESAs, and 1 ACM Abatement Plan have been completed. The County is leveraging a \$69,000 VBAF grant for the abatement of ACM at the Machipongo School, and leverage \$150,000 in cleanup and redevelopment of a former gas station into a sea salt production facility and store. The County is currently assisting Canonie Atlantic enroll their Cape Charles railyard site in the Voluntary Remediation Program and complete the needed risk assessment. ACRES accurately reflects the accomplishments of the 2018 grant as of Oct 1, 2020.

(2) Compliance with Grant Requirements: During implementation of the 2018 grants, the County completed all work plans, quarterly progress reports, MBE/WBE utilization forms, and annual financial status reports in a timely manner. Additionally, site-specific accomplishments were entered into the online ACRES database. As of October 1, 2020, 81.5% of grant funds had been drawn down. The balance of remaining funds have already obligated for priority sites in the southern end of the County (previous Target Area) and will be expended well before the end date of September 30, 2020.

**THRESHOLD CRITERIA for ASSESSMENT GRANTS****1. Applicant Eligibility**

Northampton County, Virginia, is a general-purpose unit of local government as defined under 2 CFR 200.64.

**2. Community Involvement**

Northampton County has multiple methods in place in which to work with the community. Through the current and ongoing efforts to update our County's comprehensive plan, extensive community engagement activities have taken place. For this project, the County will establish a Brownfields Advisory Committee (BAC) comprised of community stakeholders from the Target Area. The BAC will serve as the main conduit for community outreach activities, including continuing to build upon the existing site inventory, assisting with prioritizing additional sites, working with property owners and developers, and soliciting input from their represented community/organization.

The BAC will be one effective tool for communicating progress of the project throughout the community; however, we will also use a wide array of outreach methods during the project. Quarterly, the project team will present project updates, solicit feedback, and invite participation at the public Town Council meeting in Exmore. We will publish notices in the local regional paper (Shore Daily News) to announce public meetings. We will also meet with and engage our community organizations to help identify additional sites, priorities, and redevelopment options. We will also post project updates on the County and Town's website and social media feeds. We will also reach out to local reporters to ensure the information, public meetings, and project successes are covered in the local media. In addition, we will work to ensure that residents with language or other physical barriers are also included by providing a translator, when needed, and at ADA accessible to allow residents of all abilities to participate. Additional public engagement activities will occur at convenient times, be centrally located, and provide childcare if needed to maximize participation. Newsletter mailings and flyers will be prepared and distributed, as appropriate; and comments and input received will be responded to in a timely manner by the project team. Virtual meetings will be employed, as needed, to ensure the safety of our residents and staff, and any public meetings will take place with proper social distancing guidelines in place as long as the current pandemic requires.

**3. Expenditure of Grant Funds**

Northampton County has a current (2018) EPA Brownfields Assessment Grant. As of October 1, 2020, 81.5% of grant funds had been drawn down. The balance of remaining funds have already been obligated for priority sites in the southern end of the County (previous Target Area) and will be expended well before the period of performance end date of September 30, 2020.

**SENSITIVE BUT UNCLASSIFIED**  
**Automated Standard Application for Payments**  
**ACCOUNT BALANCE INQUIRY**

---

ALC/Region : 68128933/  
Account ID :  
Recipient ID : 5144198  
Account Status : ALL

Short Name : RTP-Grants  
  
Requestor ID : 5144198  
As Of Date :

---

Recipient ID	Short Name	Account ID	Cumulative Authorizations	Cumulative Draws/RP/BE	Current Avail Balance
5144198	NCO	BF96361401	\$300,000.00	-\$244,364.35	\$55,635.65
		Totals:	\$300,000.00	-\$244,364.35	\$55,635.65



## Application for Federal Assistance SF-424

\* 1. Type of Submission:

- ☒ Preapplication  
☐ Application  
☐ Changed/Corrected Application

\* 2. Type of Application:

- ☒ New  
☐ Continuation  
☐ Revision

\* If Revision, select appropriate letter(s):

\* Other (Specify):

\* 3. Date Received:

10/27/2020

4. Applicant Identifier:

5a. Federal Entity Identifier:

5b. Federal Award Identifier:

State Use Only:

6. Date Received by State:

7. State Application Identifier:

8. APPLICANT INFORMATION:

\* a. Legal Name: County of Northampton, Virginia

\* b. Employer/Taxpayer Identification Number (EIN/TIN):

(b) (6)

\* c. Organizational DUNS:

0839862730000

d. Address:

\* Street1:

PO Box 66

Street2:

\* City:

Eastville

County/Parish:

\* State:

VA: Virginia

Province:

\* Country:

USA: UNITED STATES

\* Zip / Postal Code:

233470000

e. Organizational Unit:

Department Name:

Division Name:

f. Name and contact information of person to be contacted on matters involving this application:

Prefix:

Mr.

\* First Name:

Charles

Middle Name:

\* Last Name:

Kolakowski

Suffix:

Title: County Administrator

Organizational Affiliation:

\* Telephone Number:

757-678-0440

Fax Number:

\* Email: ckolakowski@co.northampton.va.us

## Application for Federal Assistance SF-424

### \* 9. Type of Applicant 1: Select Applicant Type:

B: County Government

Type of Applicant 2: Select Applicant Type:

Type of Applicant 3: Select Applicant Type:

\* Other (specify):

### \* 10. Name of Federal Agency:

Environmental Protection Agency

### 11. Catalog of Federal Domestic Assistance Number:

66.818

CFDA Title:

Brownfields Assessment and Cleanup Cooperative Agreements

### \* 12. Funding Opportunity Number:

EPA-OLEM-OBLR-20-06

\* Title:

FY21 GUIDELINES FOR BROWNFIELD ASSESSMENT GRANTS

### 13. Competition Identification Number:

Title:

### 14. Areas Affected by Project (Cities, Counties, States, etc.):

Add Attachment

Delete Attachment

View Attachment

### \* 15. Descriptive Title of Applicant's Project:

Northampton County Community-wide Brownfields Assessment Project

Attach supporting documents as specified in agency instructions.

Add Attachments

Delete Attachments

View Attachments

**Application for Federal Assistance SF-424****16. Congressional Districts Of:**\* a. Applicant \* b. Program/Project 

Attach an additional list of Program/Project Congressional Districts if needed.

Add Attachment

Delete Attachment

View Attachment

**17. Proposed Project:**\* a. Start Date: \* b. End Date: **18. Estimated Funding (\$):**

* a. Federal	<input type="text" value="300,000.00"/>
* b. Applicant	<input type="text" value="0.00"/>
* c. State	<input type="text" value="0.00"/>
* d. Local	<input type="text" value="0.00"/>
* e. Other	<input type="text" value="0.00"/>
* f. Program Income	<input type="text" value="0.00"/>
* g. TOTAL	<input type="text" value="300,000.00"/>

**\* 19. Is Application Subject to Review By State Under Executive Order 12372 Process?**

- ☐ a. This application was made available to the State under the Executive Order 12372 Process for review on .
- ☐ b. Program is subject to E.O. 12372 but has not been selected by the State for review.
- ☒ c. Program is not covered by E.O. 12372.

**\* 20. Is the Applicant Delinquent On Any Federal Debt? (If "Yes," provide explanation in attachment.)**☐ Yes ☒ No

If "Yes", provide explanation and attach

Add Attachment

Delete Attachment

View Attachment

**21. \*By signing this application, I certify (1) to the statements contained in the list of certifications\*\* and (2) that the statements herein are true, complete and accurate to the best of my knowledge. I also provide the required assurances\*\* and agree to comply with any resulting terms if I accept an award. I am aware that any false, fictitious, or fraudulent statements or claims may subject me to criminal, civil, or administrative penalties. (U.S. Code, Title 218, Section 1001)**

☒ \*\* I AGREE

\*\* The list of certifications and assurances, or an internet site where you may obtain this list, is contained in the announcement or agency specific instructions.

**Authorized Representative:**

Prefix:  \* First Name:

Middle Name:

\* Last Name:

Suffix:

\* Title: \* Telephone Number:  Fax Number: \* Email: \* Signature of Authorized Representative:  \* Date Signed: